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United States Department of Agriculture,

BUREAU OF BIOLOGICAL SURVEY—Circular No. 54.

STATISTICS OF HUNTING LICENSES.

The license system has proved the most successful method thus far devised of raising funds for game protection. It has undergone rapid development in recent years and has reached a point in 9 States where the income which it has produced has placed the game-warden department on a self-sustaining basis. It has also furnished useful statistics hitherto unavailable in regard to the number of hunters in States which have adopted both resident and nonresident licenses. Thus examination of the returns shows that in 1905 nearly 10,000 licenses were issued to nonresidents, or people hunting outside their own States; that in 17 States and 3 Provinces of Canada 511,905 licenses were issued to residents, and that, so far as figures are available, the total number of licensed hunters in the United States and Canada was more than half a million and the amount paid for licenses more than \$600,000.

The objects of this circular are to present in condensed and convenient form the most important data concerning the license system and to bring together statistics for the two years that have elapsed since the publication of Bulletin No. 19, entitled 'Hunting Licenses, Their History, Objects, and Limitations.' The information here presented has been arranged under 10 headings. Two of these, relating to the history of the subject, show the dates of adoption of the license system in each State and the changes which have occurred in the fees. Four others, relating particularly to statistics, show the number of nonresident and the number of resident licenses issued during each of the past five years, the increase in the total number of licenses issued in 1905 as compared with 1903, and the number of licensed hunters. The last four, relating to enforcement, show the cost of collecting license fees, restrictions on the use of license funds, exemptions under existing laws, and the results of experiments in certain features of license legislation.

Full information in regard to the history of hunting licenses may be found in Bulletin No. 19; details in regard to fees, officers from whom licenses may be obtained, and privileges of shipping game are given in Farmers' Bulletin No. 265, 'Game Laws for 1906.'

T. S. PALMER,

In Charge of Game Preservation.

Approved:

JAMES WILSON,

Secretary of Agriculture.

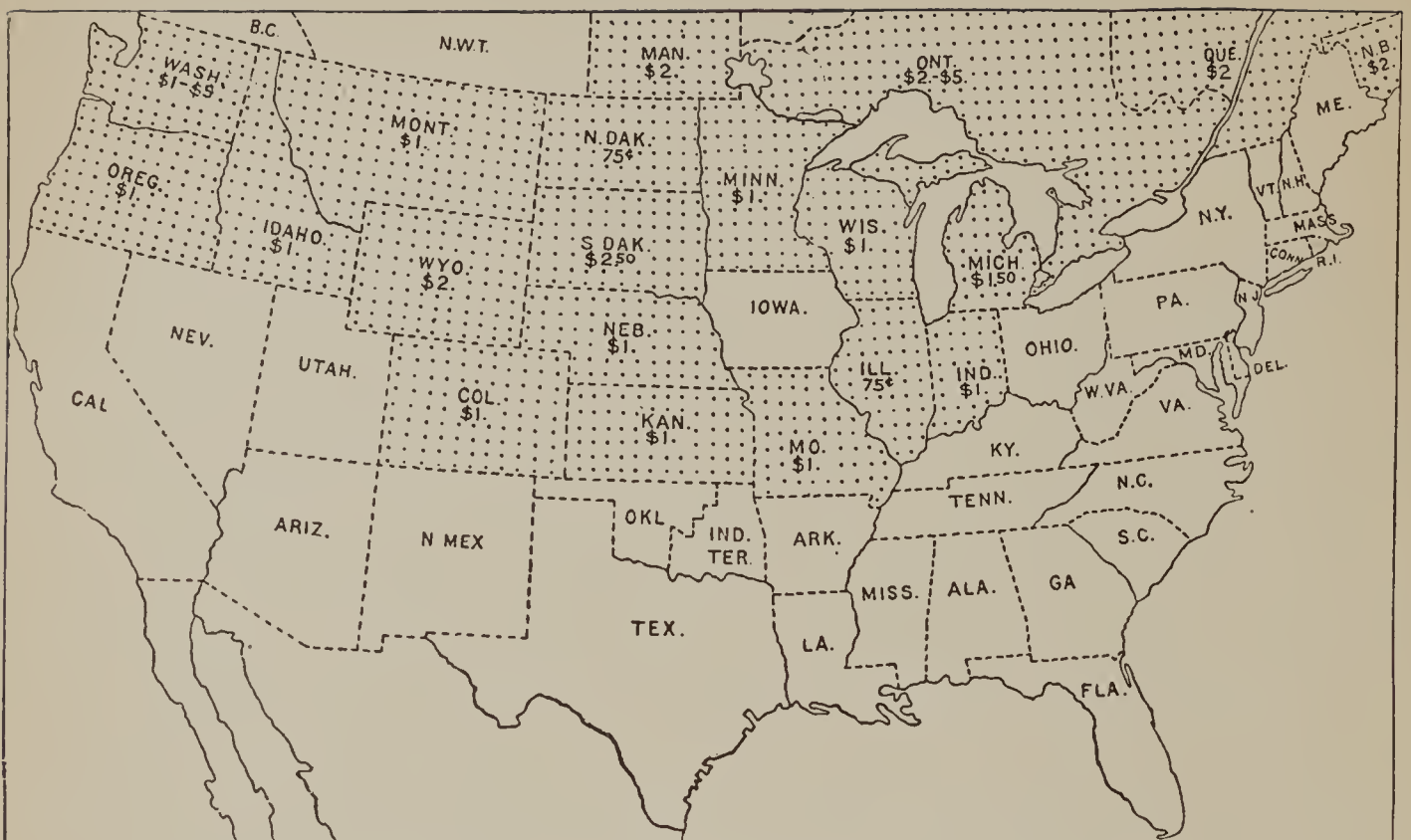


FIG. 1.—States and Provinces which require residents to obtain hunting licenses.

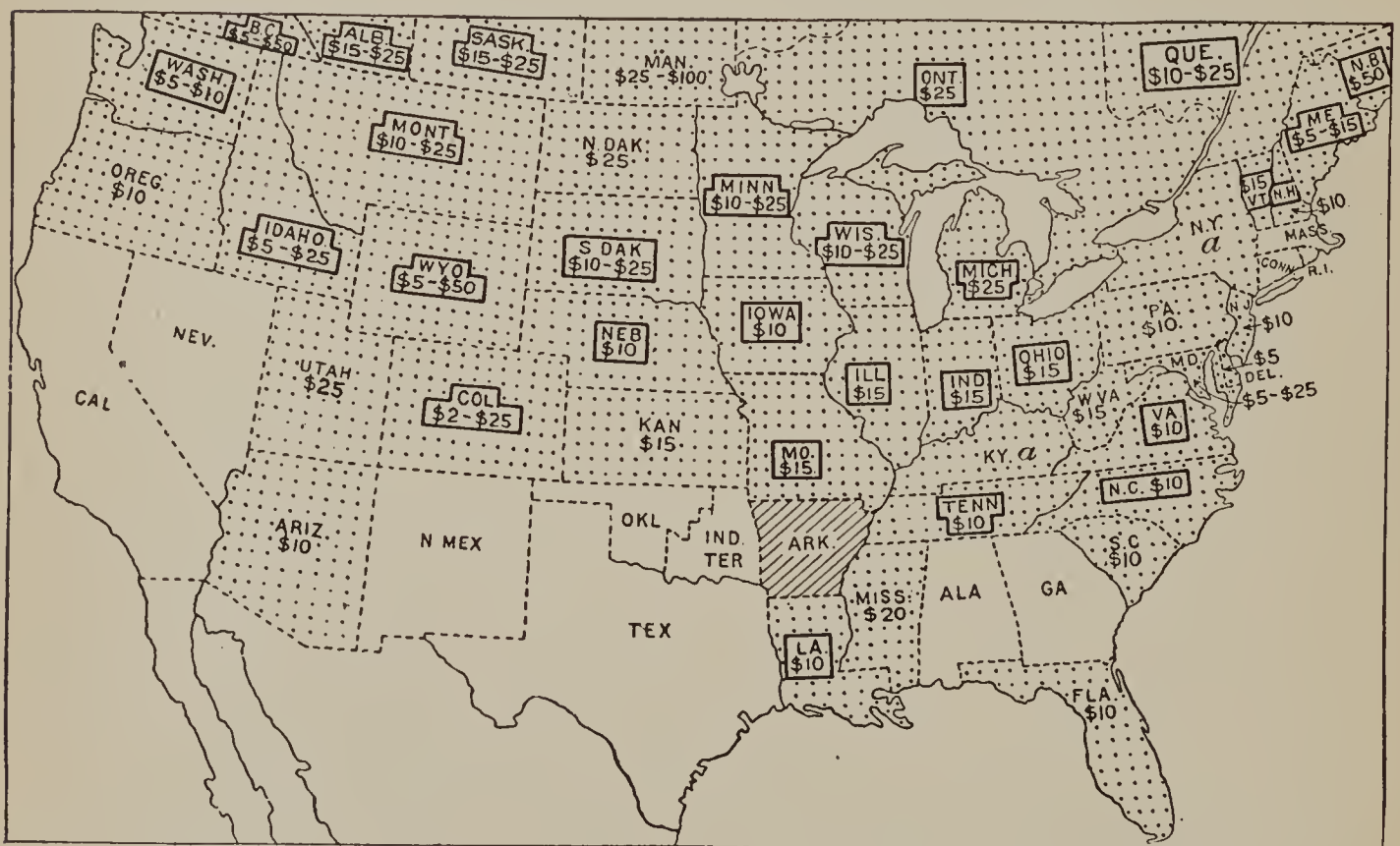


FIG. 2.—States and Provinces which require nonresidents to obtain hunting licenses.

Inclosed names indicate that special privileges are granted for taking a limited amount of game out of the State. The States marked *a* have no definite fee. Arkansas does not permit hunting by nonresidents. Massachusetts requires unnaturalized foreign-born residents to secure licenses at \$15, and Washington issues nonresident alien licenses at \$50.

DATES OF ADOPTION OF THE LICENSE SYSTEM.

The history of license legislation covers four classes of licenses—resident, nonresident, market-hunting, and alien. The resident license was apparently first suggested in New York in 1864 (Laws 1864, chap. 426), but this statute was repealed before it had an opportunity to go into effect.^a The first resident license actually in force seems to have been in Maryland in 1872, to regulate wild-fowl hunting on the Susquehanna Flats by retaining the business for the benefit of residents and at the same time raising revenue for enforcing the game laws. The nonresident license was apparently first inaugurated in New Jersey in 1873 in 6 of the southern counties, but it was local in character and widely different from the modern license first adopted in the United States in 1895. The market-hunting license seems to have had its origin in Arkansas in 1875. Lastly, in 1903, Pennsylvania extended its nonresident-license law to include aliens, or unnaturalized foreign-born residents, hunting in the State.

Prior to 1895 comparatively little progress was made in the United States in license legislation. New Jersey, Delaware, Maryland, South Carolina, and Florida had adopted hunting licenses, and South Carolina and Arkansas market-hunting licenses, but these licenses, except in Delaware and Arkansas, were local, or good only in the county of issue. During this same period, however, nonresident licenses had been adopted by all of the organized Provinces of Canada except Prince Edward Island. Nova Scotia led the way in 1877 to protect herself, it is said, against market hunters from New York and Boston, and was followed by New Brunswick in 1878. Quebec established licenses in 1882, Ontario in 1888, Newfoundland in 1889, British Columbia and Manitoba in 1890, and the Northwest Territories in 1893.

In 1895 license legislation received a remarkable impetus in the Northwestern States. Nonresident licenses were adopted that year in Michigan, Minnesota, North Dakota, and Wyoming, and resident licenses in Michigan and North Dakota. Since then similar statutes have followed in rapid succession. At present the nonresident license is in force in all except 14 States and in all the Provinces of Canada; the resident license in 16 States and 4 Canadian Provinces; the market-hunting license in Georgia, Louisiana, Oregon, South

^a A law of 1862 prohibiting hunting deer in Kings, Queens, and Suffolk counties for five years, and after that period except in the month of November, was amended two years later by a provision allowing anyone to kill deer in Suffolk County in open season under a written permit from a justice of the peace, obtainable on payment of \$10, and good in the town in which issued. This law was repealed in 1867, the same year in which the close season for deer expired, so that no licenses were actually issued.

Carolina, and Tennessee, and the alien license in Florida, Louisiana, Massachusetts, Pennsylvania, Utah, Washington, Wyoming, and Manitoba. Hawaii furnishes the only instance in which a State or Territory has tried the license system and abandoned it.

The dates when licenses were adopted are shown below:

Dates of Adoption of the License System, 1864-1906.

Year.	Nonresident.	Resident.
1864		New York, Suffolk County, \$10 (deer).
1872		Maryland (Susquehanna Flats).
1873	New Jersey, \$5 (6 counties)	
1875	Arkansas, \$10 (market hunting)	
	Florida, \$25 (county license)	
1877	Nova Scotia, \$20	
1878	New Brunswick, \$20	
1879	Delaware, \$5	
1882	Maryland (Caroline County), \$5	
	Quebec, \$20	
1884	South Carolina, \$25 (market hunting)	
1887		Quebec, \$5 (special—caribou, deer).
1888	Ontario, \$10 (deer)	
1889	Newfoundland, \$100 (caribou)	
1890	British Columbia, \$50 (big game)	
	Manitoba, \$25	
1893	Northwest Territories, \$5	
1895	Michigan, \$25 (deer)	Michigan, 50 cents (deer).
	Minnesota, \$25	
	North Carolina, \$25 (Dare County)	
	North Dakota, \$25	North Dakota, 50 cents.
	Wyoming, \$20 (big game)	
1896		Hawaii, \$5 (repealed 1905).
		Ontario, \$2 (deer).
1897	Wisconsin, \$30 (deer)	Wisconsin, \$1 (deer in 40 counties).
		New Brunswick, \$2 (moose or caribou)
1899	Georgia, \$25 (market hunting)	
	Illinois, \$10.50	
	Maine, \$6 (deer in September)	Maine, \$4 (deer in September).
		Minnesota, 25 cents (big game).
	South Dakota, \$10 (big game)	
	West Virginia, \$26	
		Wyoming, \$1 (big game).
1900	Iowa, \$10.50	
	Virginia, \$10 (6 counties)	
1901	Indiana, \$25.50	
	Montana, \$25 (big game), \$15 (birds)	
	Nebraska, \$10	Nebraska, \$1.
	Oregon, \$10 (market hunting)	
	Pennsylvania, \$10	
		South Dakota, \$1 (big game).
	Washington, \$10	Washington, \$1.
1902	Kentucky, \$25	
	New Jersey, \$10	
	New York, (variable fee)	
	Ohio, \$25.25	
1903	Colorado, \$25	Colorado, \$1.
	Idaho, \$25 (all game), \$5 (birds)	Idaho, \$1.
		Illinois, \$1.
		Indiana, \$1 (waterfowl).
	Maine, \$15 (big game), \$5 (birds, 5 counties)	
	New Hampshire, \$10 (deer)	
	North Carolina, \$10.25	
	Pennsylvania, \$10 (alien)	
	Tennessee, (variable fee)	
	Tennessee, \$25 (market hunting)	
1903	Utah, \$10	
	Virginia, \$10	
1904	Louisiana, \$10	
	Louisiana, \$25 (market hunting)	
	Vermont, \$15 (deer)	
1905	Arizona, \$10	
	Kansas, \$15	Kansas, \$1.
	Massachusetts, \$15 (alien)	
	Missouri, \$15	Missouri, \$1.
		Montana, \$1.
	Oregon, \$10	Oregon, \$1.
		Manitoba, \$2 (big game).
1906	Mississippi, \$20	
	Prince Edward Island, \$15	
		Quebec, \$2 (big game).

CHANGES IN FEES.

About one-half the States have made changes in the amount of the license fee since the first adoption of their license laws, and in some cases these alterations have been so frequent as to convey the impression that the fees are subject to considerable fluctuation. Some of these changes have resulted in a decided increase, others in a decrease—thus, in Wyoming the nonresident license, originally \$20, is now \$50; in Indiana, Ohio, and West Virginia it was at first \$25.50, \$25.25 and \$26 and is now \$15.50, \$15.25 and \$16. Two general tendencies are noticeable: To make the rates conform to those of adjoining States and to require nonresidents to pay \$25 for hunting big game and \$10 for birds, and residents to pay \$1 for hunting birds and small game. Four States—Kentucky, Minnesota, New York, and Tennessee—have tried the reciprocal license, or requiring a license only from visitors from States which have nonresident licenses and (except in the case of Minnesota) charging the same fee. The result, has been unsatisfactory, and the plan has been abandoned in Minnesota and Tennessee.

Fees have been more stable for resident than for nonresident licenses, but have undergone change in Illinois, Indiana, Michigan, Minnesota, North Dakota, South Dakota, and Wyoming. In Illinois the rate was reduced in 1905 from \$1 to 75 cents, so that the total amount, including the clerk's fee, would be an even dollar. Indiana formerly required residents to secure licenses for hunting wild fowl in the autumn, but imposed no fee. In 1903 the law was amended so as to charge \$1 to cover cost of issue, and in 1905 a further change made the license a general one, necessary for hunting any game in the State outside the township of residence. Fees for hunting big game have been increased from 50 cents in Michigan and \$1 in South Dakota and Wyoming to \$1.50, \$2.50, and \$2, respectively.

In Canada no changes in rates have been made in British Columbia or Manitoba, but, on the other hand, frequent changes have occurred in Newfoundland, Nova Scotia, and Quebec. Newfoundland maintained a \$100 caribou license from 1889 to 1899; then reduced the rate to \$40–\$80; it again increased it to \$100 in 1902, and reduced it to \$50 in the following year. Nova Scotia, beginning with a \$20 rate in 1877, made the general license \$50 in 1878, \$30 in 1881, \$40 in 1902, and \$30 in 1905. Quebec has had rates varying from \$20 to \$30, and has now adopted a fee of \$25 for nonresidents, unless they are members of fish and game clubs, in which case they pay but \$10.

In the following table the first column gives the name of the State, the second the character of the license, the third the original fee, and the fourth the present fee (including the clerk's fee). The current fee is placed alongside the original fee, together with the dates of enactment for purposes of ready comparison. Other changes, if any, will be found in the last column under the heading 'Remarks.'

Changes in License Fees from Date of Enactment to 1906.

State.	Kind of license.	Original fee.		Present fee.		Remarks.
		Year.	Amount.	Year.	Amount.	
Arizona.....	Nonresident (deer)...	1905	\$10.00	.....	\$10.00	1897, \$25; 1903, nonresidents prohibited from hunting except in Mississippi County.
Arkansas.....	Market hunting.....	1875	10.00	.....	.....
Colorado.....	Nonresident.....	1903	25.00	.....	25.00	
	Nonresident (bird)...	1903	2.00	.....	2.00	
	Resident.....	1903	1.00	.....	1.00	
Delaware.....	Nonresident.....	1879	5.00	.....	5.00	
Florida.....	do.....	1875	25.00	1899	10.00	1875, hunting for export; 1899, nonresident for deer, turkeys, or quail; 1903, for any game; 1905, noncitizen.
Hawaii.....	Resident.....	1896	5.00	.....	.....	Repealed, 1905.
Idaho.....	Nonresident.....	1903	25.00	.....	25.00	
	Nonresident (bird)...	1903	5.00	.....	5.00	
	Resident.....	1903	1.00	.....	1.00	
Illinois.....	Nonresident.....	1899	10.50	1903	15.50	1899, county license; 1901, State license.
	Resident.....	1903	1.00	1905	.75	
Indiana.....	Nonresident.....	1901	25.50	1905	15.50	
	Resident.....	1903	1.00	.....	1.00	1903, wild fowl October 1 to November 10; 1905, all game.
Iowa.....	Nonresident.....	1900	10.50	.....	10.50	
Kansas.....	do.....	1905	15.00	.....	15.00	
	Resident.....	1905	1.00	.....	1.00	
Kentucky.....	Nonresident.....	1902	25.00	1904	Variable.	
Louisiana.....	do.....	1904	10.00	.....	10.00	
	Market hunting.....	1904	25.00	.....	25.00	
Maine.....	Nonresident.....	1903	15.00	.....	15.00	1899-1901, \$6 nonresident and \$4 resident license for deer in September.
	Nonresident (bird)...	1903	5.00	.....	5.00	1903, ducks, shore birds, 5 counties; 1905, extended to State.
Maryland.....	Nonresident.....	.....	.....	.....	5.00-25.50	
	Resident.....	1872	5.00-20.00	.....	5.00-20.00	Sneak boat and sink box on Susquehanna Flats.
	Resident (Somerset County).	1904	1.25	.....	1.25	
Massachusetts.....	Alien.....	1905	15.00	.....	15.00	
Michigan.....	Nonresident (deer)...	1895	25.00	.....	25.00	
	Resident.....	1895	.50	1905	1.50	1897, 75 cents.
Minnesota.....	Nonresident.....	1895	25.00	.....	25.00	Original license required only of applicants from States having restrictions on nonresidents.
	Nonresident (bird)...	1903	10.00	.....	10.00	
	Resident.....	1899	.25	1903	1.00	
Mississippi.....	Nonresident.....	1906	20.00	.....	20.00	
Missouri.....	do.....	1905	15.00	.....	15.00	
	Resident.....	1905	1.00	.....	1.00	
Montana.....	Nonresident.....	1901	25.00	.....	25.00	
	Nonresident (bird)...	1901	15.00	1905	10.00	
	Resident.....	1905	1.00	.....	1.00	
Nebraska.....	Nonresident.....	1901	10.00	.....	10.00	
	Resident.....	1901	1.00	.....	1.00	
New Hampshire...	Nonresident.....	1903	10.00	.....	10.00	
New Jersey.....	do.....	1902	10.50	.....	10.50	
New York.....	do.....	1902	Variable.	1905	Variable.	
North Carolina...	do.....	1903	10.25	.....	10.25	
North Dakota.....	do.....	1895	25.00	.....	25.00	
	Resident.....	1895	.50	1897	.75	
Ohio.....	Nonresident.....	1902	25.25	1904	15.25	
Oregon.....	do.....	1905	10.00	.....	10.00	
	Resident.....	1905	1.00	.....	1.00	
	Market hunting.....	1901	10.00	.....	10.00	

Changes in License Fees from Date of Enactment to 1906—Continued.

State.	Kind of license.	Original fee.		Present fee.		Remarks.
		Year.	Amount.	Year.	Amount.	
Pennsylvania.....	Nonresident.....	1901	\$10.00	\$10.00	1903, extended to unnaturalized foreign-born residents. 1892, Beaufort County; 1893, extended to other counties; 1902, repealed; 1906, reestablished. 1885, modified; 1888, \$500, and \$100 additional for each nonresident employed by licensee; repealed, 1902.
South Carolina.....	.....do.....	1892	25.00	.....	25.00
	Market hunting.....	1884	25.00	.....	.....
South Dakota.....	Nonresident.....	1899	10.00	1901	25.00	1900, local license in 6 counties \$10. 1903-1905, uniform \$1 county license residents and nonresidents.
	Nonresident (bird)...	1901	10.00	.....	10.00
	Resident.....	1901	1.00	1905	2.50	
Tennessee.....	Nonresident.....	1903	Variable.	1905	10.00	
	Market hunting.....	1903	25.00	.....	25.00
Utah.....	Nonresident.....	1903	10.00	1905	25.00	
Vermont.....	.....do.....	1904	15.00	.....	15.00
Virginia.....	Nonresident.....	1903	10.00	.....	10.00
Washington.....	Nonresident(county)...	1901	10.00	1905	5.00	
	Nonresident (State)...	1905	10.00	.....	10.00
	Alien.....	1905	50.00	.....	50.00
	Resident (county)...	1901	1.00	.....	1.00
	Resident (State).....	1905	5.00	5.00	1899, extended to all game. 1895 county license; 1899, increased to \$40 and extended to State. 1898, \$15.
West Virginia.....	Nonresident.....	1899	26.00	1903	16.00	
Wisconsin.....	.....do.....	1897	30.00	1899	25.00
	Nonresident (small game)...	1899	10.00	.....	10.00
	Resident (deer).....	1897	1.00	.....	1.00
Wyoming.....	Nonresident.....	1895	20.00	1903	50.00	
	Nonresident (bird)...	1905	5.00	.....	5.00
	Resident.....	1899	1.00	1905	2.00	
Alberta.....	Nonresident.....	1893	5.00	1903	25.00	
	Nonresident (bird)...	1903	15.00	.....	15.00
British Columbia..	Guest.....	1899	1.00	1.00	1899, \$40-\$80; 1902, \$100. 1879, \$50; 1881, \$30; 1902, \$40; 1904, special moose license, \$30. Repealed, 1905.
	Nonresident.....	1890	50.00	.....	50.00
	Nonresident (bird, 1 week)...	1905	5.00	.....	5.00
Manitoba.....	Nonresident.....	1890	25.00	.....	25.00
	Resident (animals)...	1905	2.00	.....	2.00
	Alien.....	1905	100.00	.....	100.00
New Brunswick...	Nonresident.....	1878	20.00	1905	50.00	
	Resident.....	1897	2.00	.....	2.00
Newfoundland.....	Nonresident.....	1889	100.00	1903	50.00	
Nova Scotia.....	.....do.....	1877	20.00	1905	30.00
	Nonresident (bird)...	1884?	10.00	1895, \$30 (all game); \$25 (big game); \$20 (birds); \$10 (birds in Gulf of St. Lawrence); half rates to club members.
Ontario.....	Nonresident.....	1888	10.00	1892	25.00	
	Resident (moose and caribou)...	1900	5.00	.....	5.00
	Resident (deer).....	1896	2.00	.....	2.00
Prince Edward Island.	Nonresident.....	1906	15.00	.....	15.00
Quebec.....	.....do.....	1882	20.00	.....	25.00
	Nonresident (club members)...	1897	.....	1906	10.00
	Resident (extra deer)...	1887	5.00	.....	5.00
Saskatchewan.....	Nonresident.....	1893	5.00	1903	25.00	
	Nonresident (bird)...	1903	15.00	.....	15.00
	Guest.....	1899	1.00	.....	1.00

STATISTICS OF NONRESIDENT LICENSES.

Of the 36 States requiring licenses in 1905 the following 10, viz, Florida, Indiana, Iowa, Kentucky, Maryland, Oregon, Pennsylvania, South Dakota, Virginia, and Washington, entrusted the issue chiefly to county officials, and made no provision for collection of the returns by any State officer. In order to ascertain the total number of licenses issued in these States reports must be secured from every county, which necessitates communicating with more than 670 local officials. In Oregon, however, where the general license was established in 1905, the State warden has compiled the figures. In Virginia the secretary of the State Game Association has collected the statistics for 1903 and 1904, and in Washington the deputy game warden at Seattle has contributed the returns for three years. The statistics for 1904 and 1905 collected directly from county officers are slightly incomplete in the case of 4 States, as no replies were received from a few counties—1 in Florida, 3 in Oregon, 1 in South Dakota, and 6 in Virginia.^a Fortunately in none of these cases is it probable that the number of licenses was large, so that the missing figures probably make no appreciable difference in the totals.

It may be thought that statistics by calendar years from States in which licenses expire before January 1 are not directly comparable with those in which licenses continue in force until the following spring. Thus while in Montana all licenses expire with the close of the year, in Illinois the open season for plover and snipe continues from September to the following May, and it is usual to make up the license statistics for the year ending June 1. But this difficulty is more apparent than real. In more than half the States the licenses expire before January 1; in others they are good for one year from date of issue or until various dates between February 1 and July 1, yet it must be remembered that as most licenses are secured before January 1, or early in the season, the returns in all cases are substantially those for the calendar year in which the season begins.

In the following table the fee is that in force in 1905; if any changes were made from the rate of former years they are noted in the column of remarks. The fee includes the clerk's fee in every case in which this is provided for in the game law and represents the total amount which the applicant pays for his license.^b

^a The counties not heard from are Liberty County, Florida; Curry, Harney, and Lake counties, Oregon; Roberts County, South Dakota; Accomac, Hanover, Madison, Nansemond, Princess Anne, and Westmoreland counties, Virginia.

^b The amounts here given for Illinois, Indiana, Maryland, New Jersey, North Carolina, Ohio, and West Virginia differ somewhat from the corresponding figures published in the Bulletin on Hunting Licenses, p. 35, as the latter did not include the clerk's fees.

Returns for 1901 have been received from a few States but not from enough to warrant insertion in the table. These figures are as follows: Delaware 94, \$337; Illinois 209, \$2,195; Michigan 49, \$1,225; Minnesota 41, \$1,025; Montana —, \$895; Nebraska 33, \$330; New Brunswick 225, \$6,750; Newfoundland 109, \$5,140; Northwest Territories 7, \$85; Nova Scotia 48 game licenses, \$1,440, and 19 bird licenses, \$190; and Ontario 100, \$2,500.

Nonresident Licenses issued, 1902-1905, inclusive.

State.	Fee.	1902		1903		1904		1905		Remarks.
		Number.	Amount.	Number.	Amount.	Number.	Amount.	Number.	Amount.	
Arizona.....	\$10.00	(a)	(a)	(a)	(a)	(a)	(a)	11	\$110	Fee in 1902, \$10.50. Fee in 1904, \$25.50; returns incom- plete.
Colorado.....	{ 25.00	{ (a)	(a)	{ 29	\$725	{ 16	\$400	24	600	
	2.00									
Delaware.....	5.00										246	$791	315	1,027	348	1,098	213	516
Florida.....	10.00					462	4,620	607	6,070	
Idaho.....	{ 25.00	{ (a)	(a)	{ 20	500	{ 247	1,235	24	600	
	10.00									247	1,235	88	440
Illinois.....	15.50	570	5,985	250	3,875	219	3,395	459	7,115	
Indiana.....	15.50					116	2,958	116	1,798	
Iowa.....	10.50									Fee in 1902-3, \$25.
Kansas.....	15.00	(a)	(a)	(a)	(a)	(a)	(a)	20	300	
Kentucky.....		4	100							No \$25 licenses.
Louisiana.....	10.00	(a)	(a)	(a)	(a)		263		852	
Maine.....	{ 15.00	(a)	(a)	1,697	25,465	1,691	25,365	2,109	31,635	
	5.00	(a)	(a)	(a)	(a)	(a)	(a)	304	1,520	
Maryland.....	5-25.50	25	164	26	154	109	721	69	457	
Michigan.....	25.00	53	1,325	45	1,125	51	1,275	105	2,625	Fee in 1901-2, \$15.
Minnesota.....	{ 25.00	47	1,175	131	3,275	158	3,950	84	2,100	
	10.00	(a)	(a)	202	2,020	193	1,930	225	2,250	
Missouri.....	15.00	(a)	(a)	(a)	(a)	(a)	(a)	65	975	
Montana.....	{ 25.00	33	825	61	1,525	44	1,100	83	2,075	
	10.00	9	135	11	165	15	225	50	500	
Nebraska.....	10.00	64	640	84	840	93	930	140	1,400	
New Hampshire..	10.00	(a)	(a)	135	1,350	112	1,120	469	4,690	Variable fee.
New Jersey.....	10.50	277	2,909	301	3,161	263	2,762	264	2,772	
New York.....		0	0	0	0	0	0	48	505	
North Carolina..	10.25	(a)	(a)	916	9,389	905	9,276	987	10,117	
North Dakota...	25.00	50	1,250	{ 83	2,075	59	1,475	55	1,375	
Ohio.....	15.25	15	379	40	1,000	23	575	41	1,025	First district. Second district. Fee in 1902-3, \$25.
Oregon.....	10.00	(a)	(a)	17	429	34	519	31	473	
Pennsylvania....	10.00	1	10	(a)	(a)	(a)	(a)	138	1,380	Variable fee 1903-4. Fee in 1903-4, \$10.
South Dakota...	{ 25.00					85	850			
	10.00					0	0	2	50	
Tennessee.....	10.00	(a)	(a)	40	200	374	3,740	369	3,690	
Utah.....	25.00	(a)	(a)	30	300	16	160	9	225	
Vermont.....	15.00	(a)	(a)	(a)	(a)	31	465	28	420	
Virginia.....	10.00	(a)	(a)	348	3,480	338	3,380	355	3,550	
Washington.....	{ 10.00	{ (a)	(a)							{ See resident li- censes; statistics inseparable. Fee in 1901-2, \$26.
	5.00									
West Virginia...	16.00	7	182	29	464	17	272	21	336	
Wisconsin.....	{ 25.00	293	7,325	361	9,025	{ 12,720	{ 449	11,225	3,320	
	10.00	260	2,600	298	2,980					
Wyoming.....	{ 50.00			158	7,900	141	7,000	147	7,350	Fee in 1901-2, \$40.
	5.00	(a)	(a)	(a)	(a)	(a)	(a)	21	105	
Alberta.....	{ 25.00	(a)	(a)	(a)	(a)			4	100	{ See Saskatchewan for returns prior to 1905.
	15.00							14	210	
	1.00							15	15	
British Columbia	{ 50.00	{ (a)	(a)	(a)	(a)	(a)	(a)	{ 50	2,500	
	5.00									
Manitoba.....	{ 100.00	(a)	(a)	(a)	(a)	(a)	(a)	{ 4	400	
	25.00	36	900	30	750	39	975	18	450	
New Brunswick..	50.00	287	8,610	338	10,140	342	10,260	283	14,150	
Newfoundland...	50.00	46	4,600	72	3,600	80	4,000	86	4,300	Fee in 1900-1904, \$30. Fee in 1902, \$100.
Nova Scotia.....	{ 40.00	33	1,320	30	1,200	3	120	{ 58	1,740	
	30.00	(a)	(a)	(a)	(a)	30	900			
	10.00	19	190	18	180	27	270			
Ontario.....	25.00	200	5,000	259	6,475	275	6,875	443	11,075	{ \$10 and \$40 licenses repealed in 1905.
Quebec.....	{ 25.00							258		
	10.00									
Saskatchewan...	{ 25.00	(a)	(a)	(a)	(a)	2	50	1	25	
	15.00	19	285	17	255	26	390	25	375	
	1.00					80	80	25	25	Northwest Terri- tories prior to 1905.
Total.....		2,594	46,700	6,633	106,305	6,823	116,980	9,869	152,429	

a License not in force.

Maryland is the only State which has separate licenses with different rates for each county. The totals for the State have been included in the previous table, but the details for each county require a special table, and this is given below.

Nonresident Licenses issued in Maryland, 1902-1905, inclusive.

County.	Fee.	1902.		1903.		1904.		1905.		Remarks.
		Number.	Amount.	Number.	Amount.	Number.	Amount.	Number.	Amount.	
Allegany.....	\$10.50	1	\$10.50	2	\$21.00	Fee in 1903, \$10.
Baltimore.....	5.25	.....	.....	1	\$10.00	44	231.00	18	94.50
Caroline.....	5.00	2	\$10.00	2	10.00	14	70.00	2	10.00	
Cecil.....	5.50	16	88.00	14	77.00	14	77.00	27	148.50	
Dorchester.....	5.00	1	5.00	3	15.00	0	Invited by land-owners.
Howard.....	8.00	3	24.00	3	24.00	3	24.00	5	40.00	
Kent.....	5.50	2	11.00	5	27.50	4	22.00	4	22.00	
Montgomery.....	15.50	2	31.00	0	0	0	0	0	0	
Patuxent River..	11.00	19	209.00	10	110.00	Fee in 1906, \$5.25.
Queen Anne.....	5.00	.....	.....	.....	.....	2	10.00	0	0
Somerset.....	10.50	.....	.....	.....	.....	5	52.50	1	10.50
Total.....	.....	25	164.00	26	153.50	109	721.00	69	456.50

Of the 36 States which required nonresidents to obtain licenses in 1905, only 1 State—Maine—issued more than 1,000 nonresident licenses, only 3 others more than 500, and about one-half of the entire number more than 100. Of these States, Delaware issued 213, Florida 607, Idaho 112, Illinois 459, Indiana 116, Maine 2,413, Michigan 105, Minnesota 309, Montana 133, Nebraska 140, New Hampshire 469, New Jersey 264, North Carolina 987, Oregon 138, South Dakota 371, Virginia 355, Wisconsin 781, and Wyoming 168. In Canada, where nonresident licenses are required practically everywhere, only 3 of the 9 Provinces licensed more than 100 nonresidents.

The criticism sometimes made that scarcity of game and high nonresident license fees in the United States are forcing sportsmen into Canada does not seem to be borne out by these figures. The total number of nonresidents licensed last year in Canada was only about 1,300. Of these Quebec licensed 258, New Brunswick 283, and Ontario 443. Florida, Illinois, Maine, New Hampshire, North Carolina, and Wisconsin each attracted more nonresidents than any one of the Provinces, and Maine alone 85 per cent more than all the Provinces combined. A careful analysis of the Canadian statistics shows that most of the nonresident sportsmen who hunted in New Brunswick and Newfoundland came from Massachusetts, New York, and Pennsylvania, and most of those who hunted in Ontario resided in New York, Pennsylvania, Ohio, and Michigan.

STATISTICS OF RESIDENT LICENSES.

Statistics of resident licenses for the past five years are more complete than those of nonresident licenses, as returns have been received from all the States which issued such licenses in 1904 and 1905. The only figures lacking for 1901 are those for North Dakota, South Dakota, Washington, Wisconsin, and Wyoming; for 1902 those for South Dakota, Washington, and Wyoming; and for 1903 for Indiana and South Dakota. The only States and Provinces which issued resident licenses prior to 1901 were Michigan, North Dakota, Wisconsin, New Brunswick, and Ontario. The complete record for the earlier years in Michigan and Ontario may be found in Bulletin No. 19, page 40. It should be noted that in the following table the cost of the license is given as stated in the game law and includes the clerk's fee, or cost of collection, in every case except in Illinois.

Resident Licenses issued, 1901-1905, inclusive.

State.	Fee.	1901.		1902.		1903.		1904.		1905.	
		Number.	Amount.	Number.	Amount.	Number.	Amount.	Number.	Amount.	Number.	Amount.
Colorado.....	\$1.00	(a)	(a)	(a)	(a)	15,184	\$15,184	16,265	\$16,265	19,364	\$19,364
Idaho.....	1.00	(a)	(a)	(a)	(a)	12,370	12,370	13,000	13,000	15,010	15,010
Illinois ¹.....	.75	(a)	(a)	(a)	(a)	95,000	95,000	109,597	109,597	161,164	120,873
Indiana.....	1.00	(a)	(a)	(a)	(a)	.....	.....	5,912	5,912	13,200	13,200
Kansas.....	1.00	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	42,000	42,000
Maryland (Somerset County).....	1.25	(a)	(a)	(a)	(a)	(a)	(a)	704	880	278	348
Michigan ²	1.50	15,687	11,765	18,621	\$13,966	19,061	14,296	21,091	15,818	14,878	22,317
Minnesota ³	1.00	8,709	2,177	9,599	2,400	8,910	8,910	7,673	7,673	15,861	15,861
Missouri.....	1.00	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	47,746	47,746
Montana.....	1.00	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	30,087	30,087
Nebraska.....	1.00	2,370	2,370	3,348	3,348	3,744	3,744	4,528	4,528	5,202	5,202
North Dakota.....	.75	.....	.....	7,567	5,675	{ 6,518 5,056	{ 4,889 3,792	{ 6,837 5,428	{ 5,128 4,071	{ 7,644 5,543	{ 5,733 4,157
Oregon.....	1.00	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	19,856	19,856
South Dakota ⁴	2.50	.....	.....	.....	.....	.....	.....	1,025	1,025	615	1,538
Washington.....	{ 5.00 1.00	{ (a)	{ (a)	{ (a)	{ (a)	{ (a) 14,982	{ (a) 14,982	{ (a) 12,236	{ 12,236	{ 64 25,951	{ 320 25,951
Wisconsin.....	1.00	.....	.....	72,635	72,635	78,164	78,164	.....	73,157	73,474	73,474
Wyoming ⁴	2.00	.....	.....	.....	.....	299	299	551	551	2,347	4,694
Manitoba.....	2.00	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	1,975	3,950
New Brunswick.....	2.00	1,092	2,184	1,571	3,142	1,858	3,716	2,346	4,692	3,821	7,642
Ontario.....	{ 5.00 2.00	{ 5,090	{ 10,180	{ 150 5,165	{ 750 10,330	{ 153 5,707	{ 765 11,414	{ 132 5,238	{ 660 10,476	{ 230 5,595	{ 1,150 11,190
Total.....	.....	Incomplete.		118,656	112,246	267,006	267,525	212,563	285,669	511,905	491,663

^a License not in force. 1. Fee in 1903-1904, \$1; clerk's fee extra. 2. Fee in 1901-1904, 75 cents. 3. Fee in 1901-1902, 25 cents. 4. Fee in 1901-1904, \$1.

COMPARISON OF STATISTICS FOR 1903 AND 1905.

In the bulletin on 'Hunting Licenses,' page 88, statistics were given for the year 1903, showing the total number of licenses issued and the total receipts in 10 States which had adopted both resident and non-resident licenses. By way of comparison, similar statistics are here given for 1905, and in both tables Canadian Provinces have been included. In 1903, 11 States and 3 Provinces^a issued 269,658 licenses

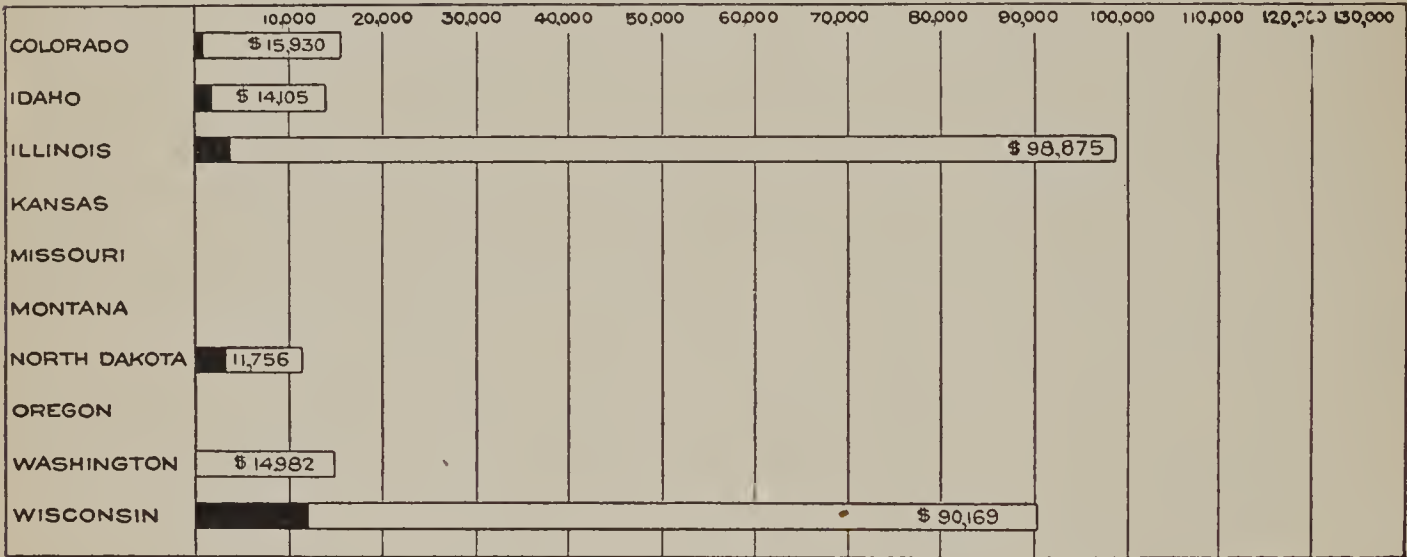


FIG. 3.—Diagram illustrating License Receipts in 1903.

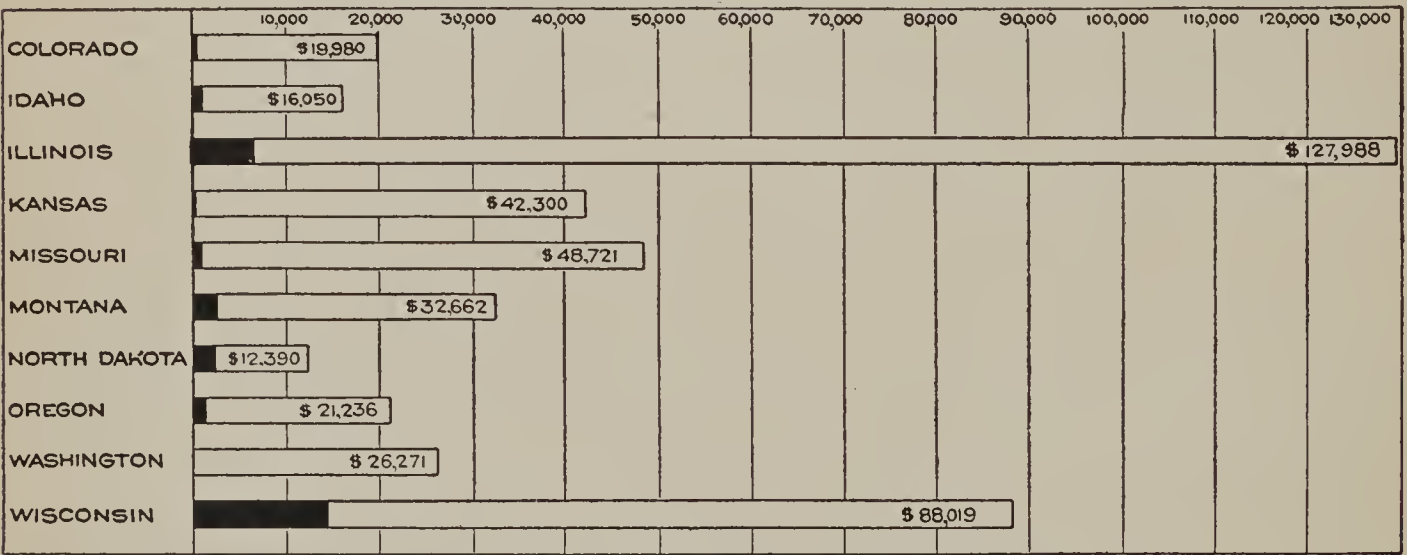


FIG. 4.—Diagram illustrating License Receipts in 1905.

Black indicates receipts from nonresident licenses, white those from resident licenses. Figures show total receipts (including clerk's fees) except in Illinois where the fee for issuing resident licenses is not provided for under the game law and is therefore not included.

COMPARISON OF LICENSE RECEIPTS IN 10 STATES IN 1903 AND 1905.

and collected \$323,176, while in 1905, 16 States^b and 3 Provinces issued 515,418 licenses and collected \$569,704—an increase of more than 90 per cent in the number of licenses and more than 75 per cent in the receipts.

In 1903 only 7 States licensed more than 10,000 hunters each and only 2—Illinois and Wisconsin—more than 20,000. Ten States and Provinces collected more than \$10,000 each and 2—Illinois and Wisconsin—more than \$20,000.

^a Including Montana and Manitoba, which had only nonresident licenses.

^b Omitting Maryland, which issued resident licenses in only one county.

In 1905 the number of States licensing more than 10,000 hunters each had increased to 13 and the number licensing more than 20,000 to 6. Sixteen States and Provinces collected more than \$10,000 each and 12, including Maine, more than \$20,000.

In every State the total receipts show an increase, but in a few cases there was a decrease in the number of licenses issued in 1905. In nonresident licenses this was slight in Colorado, Minnesota, North Dakota, and Manitoba, and somewhat greater in Idaho and New Brunswick. In Minnesota it was doubtless due to withholding the privilege of taking moose out of the State, in New Brunswick to the increase in the fee from \$30 to \$50. In resident licenses a slight decrease occurred in Ontario and a falling off of about 4,000 licenses in Michigan and 4,700 in Wisconsin. This falling off was attributable in Michigan to the increase of the fee from 75 cents to \$1.50.

Several States show large increases in the number of licenses issued, especially to residents. In Illinois, Minnesota, and Washington this increase was about 70 per cent, in New Brunswick the number was more than doubled, and in Wyoming it was eight times as great as in 1903. In Illinois part of the increase was probably due to a reduction in the fee from \$1 to 75 cents, in Wyoming to the circumstances that the license was extended to cover birds as well as big game and that the exemption permitting hunting in the county of residence without license was withdrawn in 1905.

The statistics for the two years are given in the following table, but it may be added that besides these licenses 1,981 were issued to non-residents in other States and Provinces in 1903 and 6,078 in 1905, making the total number of licensed hunters in the United States and Canada, respectively, 271,639 in 1903 and 521,496 in 1905.

Number of Licenses Issued and Total Fees collected in 1903 and 1905.

State or Province.	1903.				1905.			
	Non-resident.	Resident.	Total number.	Total fees.	Non-resident.	Resident.	Total number.	Total fees.
Colorado.....	34	15,184	15,218	\$15,930	30	19,364	19,394	\$19,980
Idaho.....	267	12,370	12,637	14,105	112	15,010	15,122	16,050
Illinois.....	250	95,000	95,250	98,875	459	161,164	161,623	127,988
Indiana.....					116	13,200	13,316	14,998
Kansas.....	(a)	(a)	(a)	(a)	20	42,000	42,020	42,300
Michigan.....	45	19,061	19,106	15,421	105	14,878	14,983	24,942
Minnesota.....	333	8,910	9,243	14,205	309	15,861	16,170	20,211
Missouri.....	(a)	(a)	(a)	(a)	65	47,746	47,811	48,721
Montana.....	72	(a)	72	1,690	133	30,087	30,220	32,662
Nebraska.....	84	3,744	3,828	4,584	140	5,202	5,342	6,602
North Dakota.....	123	11,574	11,697	11,756	96	13,187	13,283	12,290
Oregon.....	(a)	(a)	(a)	(a)	138	19,856	19,994	21,236
South Dakota.....					371	615	986	5,278
Washington.....	(b)	14,982	14,982	14,982	(b)	26,015	26,015	26,271
Wisconsin.....	659	78,164	78,823	90,169	781	73,474	74,255	88,019
Wyoming.....	158	299	457	8,199	168	2,347	2,515	12,149
Manitoba.....	30	(a)	30	750	22	1,975	1,997	4,800
New Brunswick.....	338	1,858	2,196	13,856	283	3,821	4,104	21,792
Ontario.....	259	5,860	6,119	18,654	443	5,825	6,268	23,415
Total.....	2,652	267,006	269,658	323,176	3,791	511,627	515,418	569,704

^a License not in force.

^b Nonresident licenses inseparable from resident licenses.

NUMBER OF LICENSED HUNTERS IN THE UNITED STATES.

The population of the United States on June 1, 1905, exclusive of Alaska, Hawaii, and Porto Rico, is estimated by the Census Bureau at 82,565,005 and the population of the 16 States which issued both resident and nonresident licenses at 23,848,780. The total number of licenses issued in these States was 503,049. In other words, a little more than half a million persons were licensed to hunt, of whom only 3,043, or six-tenths of 1 per cent, were hunting outside their own States. On referring to the map below it will be seen that these 16 States occupy a solid area in the Northwest, comprising all the States west of Lake Huron and north of latitude 37°, except Kentucky, Iowa,

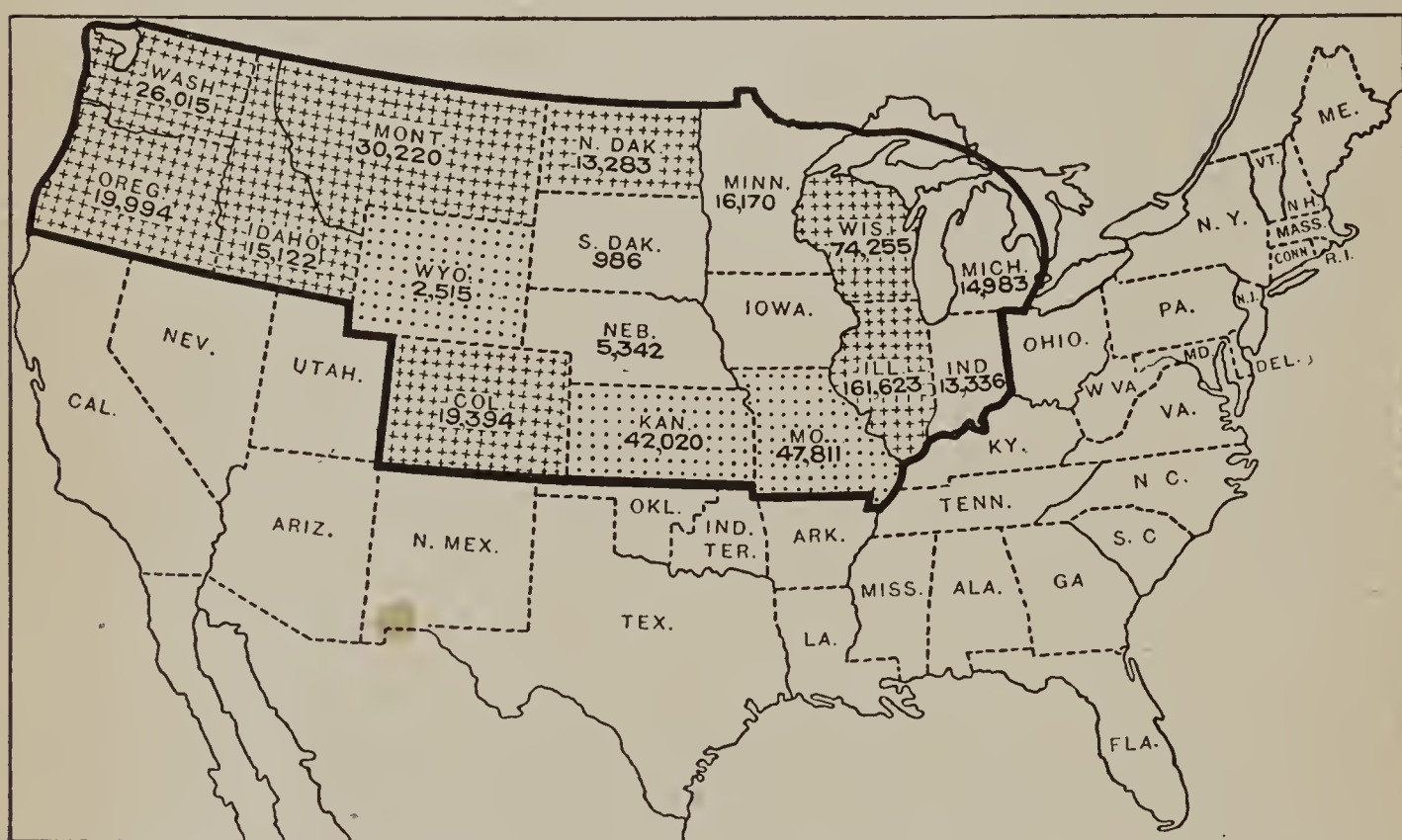


FIG. 5.—Diagram showing number of licensed hunters in 1905 in 16 States which issued both resident and nonresident licenses (exclusive of Iowa which issued no resident licenses). Figures show number of licensed hunters; blank areas indicate States in which the number was less than 1 per cent of the population; dotted areas States in which it ranged from 1 to 3 per cent; and crosses areas those in which it exceeded 3 per cent.

Utah, Nevada, and California. The percentage of licensed hunters varied from one-fourth of 1 per cent of the population in South Dakota to more than 10 per cent in Montana, but in most of the States was approximately 3 per cent. In every case in which the proportion was less than 1 per cent, as in Indiana, Michigan, Minnesota, Nebraska, and South Dakota, the cause was evidently due to incomplete license laws. In Michigan and South Dakota the license applies only to big game; in Indiana, Minnesota, and Nebraska only to persons hunting outside

the township or county of residence. Were it not for these exemptions the number of licenses issued in these States would be materially increased. In fact, by comparing Indiana with Illinois and Minnesota with Wisconsin—and in each case the States are fairly comparable both in population and in character of hunting—it will be seen that the exemption of the township or county of residence probably reduced the license receipts to at least one-fourth of what they otherwise would be. In order therefore to estimate the number of hunters in these States and make the returns comparable with those from the other 11 States probably 150,000 should be added to the totals. No doubt many persons hunted without licenses in spite of the laws and, to make due allowance for these, the total number for the 16 States should perhaps be raised to 750,000.

These figures, representing the returns from about one-third of the States, which have a little more than one-fourth of the population of the entire country, may be taken as a fair basis, and certainly the best basis at present available, for making an estimate of the total number of persons hunting in the United States in 1905, which may thus be placed at from 2,500,000 to 3,000,000. These numbers are conservative and are practically the same whether the estimate is made by taking the population of these States in proportion to the total population of the United States or whether the number of hunters is assumed to be 3 per cent of the total population.^a

The figures from which these estimates are made, including the estimated population (courteously furnished by the Director of the Census), the total number of licenses issued, and the percentage of licensed hunters in each of the 16 States, are shown in the following table:

Number of Licensed Hunters in Proportion to Population in 1905.

State.	Estimated population.	Total number licenses.	Per cent.	State.	Estimated population.	Total number licenses.	Per cent.
Colorado.....	602,925	19,394	3.2	Nebraska.....	1,068,120	5,342	0.5
Idaho.....	198,382	15,122	7.6	North Dakota...	^b 439,678	13,283	3.0
Illinois.....	5,319,150	161,623	3.0	Oregon.....	461,451	19,994	4.3
Indiana.....	2,678,492	13,316	0.5	South Dakota...	^b 455,185	986	0.2
Kansas.....	1,544,968	42,020	2.7	Washington.....	598,538	26,015	4.4
Michigan.....	2,557,275	14,983	0.6	Wisconsin.....	^b 2,228,949	74,255	3.3
Minnesota.....	^b 1,979,912	16,170	0.8	Wyoming.....	^b 101,816	2,515	2.5
Missouri.....	3,320,405	47,811	1.4				
Montana.....	293,534	30,220	10.3	Total.....	23,848,780	503,049	.....

^a This estimate is considerably less than that of Col. J. H. Acklen, State game warden of Tennessee, who, in an address before the National Association of Game Commissioners at St. Paul, in January, 1906, estimated the number of persons hunting in the United States at 5 per cent of the total population (Am. Field, LXV, p. 240, Mar. 17, 1906).

^b State census.

COST OF COLLECTION.

If licenses are issued by officers outside the game warden department provision must be made for payment of the labor involved, and this frequently causes an important reduction in the receipts. Non-resident licenses are issued by the office of the State game commission or warden in about one-third of the States and in the others by State and county officers. Resident licenses are issued by officials outside the game warden department in all the States except Indiana. Apparently the only cases in which State wardens are granted special fees for issuing licenses are in West Virginia and in Newfoundland. The clerk's fee allowed county officers for the issue of nonresident licenses varies from 25 cents in Michigan, North Carolina, and Ohio to \$2.50 in North Dakota and Wyoming, or from 1 per cent in Michigan to 10 per cent in North Dakota. The fee allowed for resident licenses varies from 7½ cents in North Dakota to 25 cents in Colorado and Michigan, or from 10 per cent in North Dakota and other States to 25 per cent in Colorado.

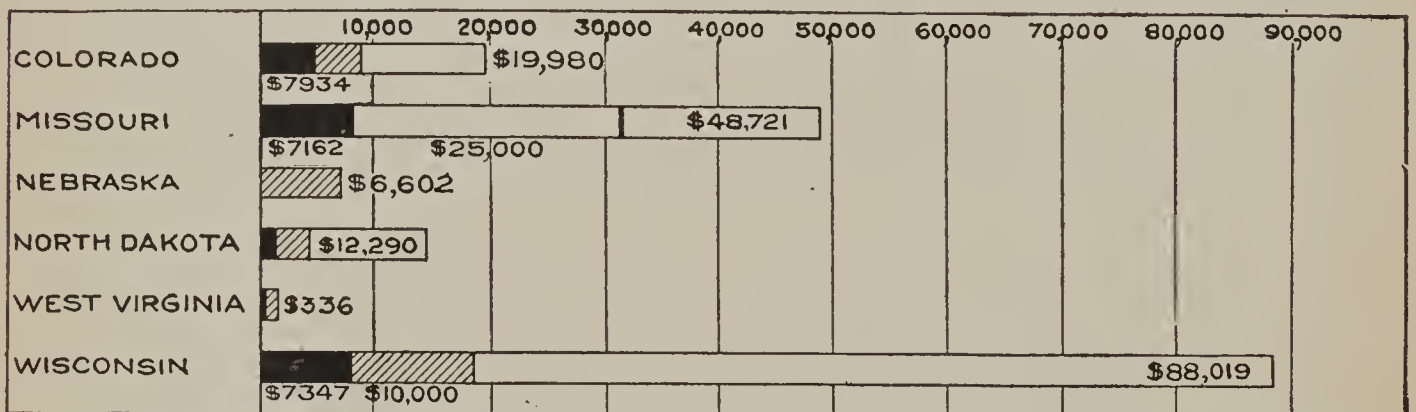


FIG. 6.—Diagram illustrating cost of issue and restrictions on the use of license funds in six States in 1905. Black indicates cost of issue, shaded areas the proportion devoted to purposes other than game, and white areas the proportion available for game protection. In Missouri only a certain amount, indicated by the crossbar, is annually available. Figures at end of bars indicate total receipts from licenses.

The discrepancy in the proportionate cost of issue is very marked. Thus, to issue a \$1 resident license costs the State 10 cents in Idaho, Minnesota, Montana, and Wisconsin; 15 cents in Missouri, and 25 cents in Colorado. To issue a \$25 nonresident license costs 25 cents in Michigan and \$2.50 in North Dakota. On the other hand, it costs no more in Idaho (10 cents) to issue a \$25 license than a \$1 license, or in Michigan (25 cents) to issue a \$25 than a \$1.50 license. In all these cases the clerk's fee is deducted from the license fee. In others,

however, it is taxed as an extra amount to be paid by the licensee, and in these cases the difference in clerk's fees may be a hardship on the applicant, as a license for the same nominal price actually costs more in some States than in others. In the case of a \$10 license, for example, a nonresident can obtain it without extra cost in a number of States, while he is compelled to pay an additional fee of 25 cents in North Carolina, 50 cents in Iowa and New Jersey, and \$1 on the Patuxent River, Maryland. In the case of a \$15 license the extra fee is 25 cents in Ohio, 50 cents in Illinois and Indiana, and \$1 in West Virginia.

In several States no specific provision is made in the game law for the payment of the clerk's fee, and in such cases troublesome questions frequently arise as to whether or not county or municipal officers are entitled to the same fees received for issuing other licenses. In Illinois, under the law of 1903, 10 cents was allowed as a clerk's fee for issuing the resident license. The application for such license required an affidavit, and some of the county clerks demanded 25 cents for issuing the license, the same fee that they ordinarily received for administering an oath. Township clerks who did not hold the commission of a notary public or justice of the peace had no authority to administer an oath and charged only 10 cents, but in such cases it was often necessary for the applicant to go before a notary public to complete the affidavit in the application. Thus it happened that applicants were charged \$1.10, \$1.25, or \$1.35 for the same licenses, depending upon the clerk to whom they made application. Such conditions naturally aroused considerable objection and criticism. In Kansas the question has recently arisen as to whether county clerks are authorized to withhold any part of the license money as remuneration for issuing resident hunting licenses.

The deduction for the clerk's fee, which is apparently merely a nominal sum for a single license, may amount to a large sum in the aggregate. In the case of the nonresident license it is seldom a serious question, but in the case of the resident license, which is ordinarily issued for a dollar, it may impair the receipts very materially and for this reason should be reduced to a minimum. In Colorado in 1905, 15,868 of the 19,364 resident licenses were issued by county clerks, and the deduction for clerks' fees was \$3,967. In the same year the deductions in Minnesota amounted to nearly \$1,600, in Michigan to \$4,000, in Missouri to \$7,162, and in Wisconsin to \$7,347. (See fig. 6.) In Canada deductions of this kind are rare, as licenses are issued only by the Provincial authorities except in Nova Scotia and in Newfoundland. In Nova Scotia persons other than the Provincial secretary issuing a license receive 5 per cent of the proceeds, and in Newfoundland all officers are entitled to \$1 for issuing each nonresident license.

The following table has been prepared to show what licenses are issued in each State by county clerks and similar officers and what fees are allowed under the game law for such issue:

Table showing Cost of Collection of License Fees.

State.	License.	Total fee.	Deduction for clerk's fee.	State.	License.	Total fee.	Deduction for clerk's fee.
Arizona.....	Nonresident..	\$10 00	(b)	Nebraska.....	Nonresident..	10.00	(b)
Colorado.....	Nonresident ^a	25.00	.....	.....	Resident.....	1.00	(b)
.....	Resident.....	1.00	25 cents.	New Hampshire	Nonresident ^a	10.00	.....
Delaware.....	Nonresident ^a	5.00	.....	New Jersey.....	Nonresident..	10.50	50 cents.
Florida.....	Noncitizen....	10.00	(b)	New York.....	Nonresident ^a	10.00	.....
Idaho.....	Nonresident..	25.00	10 cents.	North Carolina..	Nonresident..	10.25	25 cents.
.....	Nonresident..	5.00	Do.	North Dakota..	Nonresident..	25.00	\$2.50.
.....	Resident.....	1.00	Do.	.....	Resident.....	.75	7½ cents.
Illinois.....	Nonresident..	15.50	50 cents.	Ohio.....	Nonresident..	15.25	25 cents.
.....	Resident.....	.75	(b)	Oregon.....	Nonresident..	10.00	(b)
Indiana.....	Nonresident..	15.50	50 cents.	.....	Resident.....	1.00	(b)
.....	Resident ^a	1.00	.....	Pennsylvania...	Nonresident..	10.00	(b)
Iowa.....	Nonresident..	10.50	50 cents.	South Carolina..	Nonresident..	25.00	(b)
Kansas.....	Nonresident..	15.00	(b)	.....	Nonresident..	10.00	(b)
.....	Resident.....	1.00	(b)	South Dakota..	Nonresident..	25.00	(b)
Kentucky.....	Nonresident..	.....	50 cents.	.....	Resident.....	2.50	(b)
Louisiana.....	Nonresident..	10.00	(b)	Tennessee.....	Nonresident ^a	10.00	.....
Maine.....	Nonresident ^a	15.00	.....	Utah.....	Nonresident ^a	25.00	.....
.....	Nonresident ^a	5.00	.....	Vermont.....	Nonresident ^a	15.00	.....
Maryland.....	Nonresident..	5.00	25 cents	Virginia.....	Nonresident..	10.00	50 cents.
.....	.....	25.50	to \$1.	Washington....	Nonresident..	10.00	(b)
Massachusetts..	Resident.....	1.25	25 cents.	.....	Nonresident..	5.00	(b)
Michigan.....	Alien.....	15.00	(b)	.....	Alien.....	50.00	(b)
.....	Nonresident..	25.00	25 cents.	.....	Resident.....	5.00	(b)
.....	Resident.....	1.50	Do.	.....	Resident.....	1.00	(b)
Minnesota.....	Nonresident ^a	25.00	.....	West Virginia...	Nonresident ^a	16.00	1.00.
.....	Nonresident ^a	10.00	.....	Wisconsin.....	Nonresident..	25.00	(b)
.....	Resident.....	1.00	10 cents.	.....	Nonresident..	10.00	(b)
Mississippi.....	Nonresident..	20.00	(b)	.....	Resident.....	1.00	10 cents.
Missouri.....	Nonresident ^a	15.00	.....	Wyoming.....	Nonresident..	50.00	\$2.50.
.....	Resident.....	1.00	15 cents.	.....	Nonresident..	5.00	25 cents.
Montana.....	Nonresident ^a	25.00	.....	.....	Resident.....	2.00	20 cents.
.....	Nonresident ^a	10.00	.....	Newfoundland..	Nonresident..	50.00	\$1.
.....	Resident.....	1.00	10 cents.	Nova Scotia ^c ...	Nonresident..	30.00	\$1.50.

^a Issued by game commissioner or warden.

^b Not provided for in license law.

^c In other Provinces of Canada licenses are issued only by game officials.

RESTRICTIONS ON THE USE OF LICENSE FUNDS.

Receipts from license fees are generally devoted to game protection, but in 12 States they are expended in whole or in part for other purposes. In Kentucky, Massachusetts, New York, Utah, and West Virginia they are paid to the State, but in Colorado, Florida, Maryland, Nebraska, North Dakota, Pennsylvania, and South Carolina in part to the county. Payments to the county are made for the purpose of stimulating local interest in the enforcement of the license law by giving the county a direct financial interest in the fund raised. In Colorado the fees from resident licenses sold by county clerks are divided, one-half being paid into the State game fund, one-fourth to the county, and one-fourth to the county clerk. In Florida they are placed in the county game fund, but if there is no warden in that county, in the fine and forfeiture fund to be used for general expenses. In Maryland, Baltimore County is the only county in which license receipts are used for game protection. In Allegany County they are paid for bounties for killing hawks and owls; in Calvert, Caroline, Carroll, Charles, Frederick, Garrett, Hartford, Montgomery, Prince George, Queen Anne, Somerset, and Washington counties they are covered into the school fund, and those derived from hunting on the Patuxent River also go to the county school fund; in Dorchester, Wicomico, and Worcester they are paid into the road fund; and in Cecil, Howard, Kent, St. Mary, and Talbot they are deposited in the county treasury. In Nebraska license fees go into the school fund in obedience to a constitutional provision which declares: "All fines, penalties, and license moneys arising under the general laws of the State shall belong and be paid over to the counties, respectively, where the same may be levied or imposed. * * * all such fines, penalties, and license moneys shall be appropriated exclusively to the use and support of common schools in the respective subdivisions where the same may accrue." (Art. 8, sec. 5.) In North Dakota 10 per cent of the license funds are paid to the auditor of the county, 20 per cent to the general State fund, 30 per cent to the district game warden, and 40 per cent to the deputy game warden of the county. In Pennsylvania the county receives 50 per cent of the license fees and in South Carolina 90 per cent of the licenses for hunting on public lands and waters.

In every case in which license fees are paid over to the State the receipts are small (usually less than \$500), and in most cases in which

they are devoted to purposes other than game protection they amount to very little. This is well illustrated by an analysis of the fees collected in Maryland, where, as already stated, they are devoted to various purposes. In 1905 only 8 of the 23 counties issued any licenses, and of a total of \$804 paid for licenses in the State \$104 was spent in collection, \$407 for schools in 3 counties, \$193 was paid into the treasuries of 3 counties, \$20 was available for bounties, and only \$90 for game protection. The disposition of these funds is shown in detail in the following table:

Disposition of License Fees in Maryland, 1905.

County.	Total fees.	Cost of collection.	Balance.	Available for—	County.	Total fees.	Cost of collection.	Balance.	Available for—
Allegany.....	\$21.00	\$1.00	\$20.00	Bounties.	Patuxent River.	\$110.00	\$10.00	\$100.00	Schools.
Baltimore.....	94.50	4.50	90.00	Game.	Somerset.....	10.50	.50	10.00	Do.
Caroline.....	10.00	1.00	9.00	Schools.	Somerset (resident).	347.50	69.50	278.00	Do.
Cecil.....	148.50	13.50	135.00	County.					
Howard.....	40.00	2.50	37.50	Do.					
Kent.....	22.00	2.00	20.00	Do.	Total....	804.00	104.50	699.50	.

Even when license fees are placed in the game-protection fund there is often a restriction on their use, as in Virginia, where they can be expended only for wardens' salaries, and in Illinois, where the surplus can be expended for the propagation of game birds, but is limited in such application to quail, prairie chickens, and pheasants. In Missouri a special provision in the game law limits the amount available for two years to \$50,000, or \$25,000 per annum, and while the actual receipts during the first year were \$47,746 and the cost of collection \$7,162, the amount which could be spent for game protection was only \$25,000, thus leaving a balance of more than \$15,000 unavailable for present purposes. In Wisconsin the legislature of 1905 enacted two laws appropriating considerable sums from the license fund for specific purposes. Under chapter 484 an appropriation of \$10,000 was made available November 1, 1905, for the purchase of a site and the erection of a fish hatchery for bass fry and \$5,000 available November 1, 1906, for the purchase of a site and the erection of a hatchery for trout fry. Under chapter 393 an appropriation was made sufficient to defray the expenses of a commission of three members to confer with similar commissions of other States and of Canada relative to the adoption of uniform laws affecting net fishing in international waters between Canada and the United States. These appropriations, together with the cost of collection, reduced the fund for 1905 by more than \$17,000, an amount equivalent to about 20 per cent of the total license fund.

The reductions in the game-protection funds of 6 States, due to cost of collection and to special restrictions, are graphically illustrated in fig. 6 on page 16.

EXEMPTIONS.

Under certain conditions exemptions from the requirement of non-resident licenses are provided in 15 States, and 4 Provinces of Canada, and from resident licenses in 11 States. The exemptions from non-resident licenses in 11 States are in favor of landowners hunting on their own premises; but, in such cases, New Hampshire requires ownership of real estate to the value of \$500; New Jersey, residence part of the year; New York, settlement of all due taxes; and Tennessee, payment of taxes amounting to \$100 or more, while North Dakota permits any nonresident owning or cultivating a quarter-section of land to secure a resident license in the county in which the land is situated. In Montana, Wyoming, British Columbia, Newfoundland, and Nova Scotia exemptions are made in favor of members of the Army and Navy temporarily stationed in the State or Province.

The exemptions from resident licenses, except those in Idaho, Michigan, South Dakota, Washington, and Wyoming, relate to hunting on one's own premises, in the township of residence (Indiana), and in the county of residence (Minnesota and Nebraska). Wyoming formerly extended the privilege of hunting in one's own county without license but recently withdrew it.

Members of hunting clubs are placed on the same basis as landowners under the law of Kansas, but in Illinois are required to take out the regular licenses, as the exemption applies only to owners of farms, and under a decision of the Supreme Court (*Cummings v. People*), preserves belonging to clubs are not considered farms in the meaning of the license law. The Province of Quebec permits members of fish and game clubs incorporated in the Province to obtain licenses at \$10 instead of \$25. Maryland and Virginia permit guests of landowners to hunt without license under certain conditions, but this privilege has been carried so far in some of the counties of Maryland that invitations are obtained instead of licenses. A similar permission for 5 days was allowed by the Northwest Territories of Canada during the five years from 1893 to 1898, but since then a special \$1 license has been charged for such-privileges.

An exemption in favor of nonresident landowners was formerly incorporated in the law of Pennsylvania, but was abandoned in 1903 after two years trial, as it was found that the purchase of a small piece of land at a nominal figure furnished a means of evading the requirement of a nonresident license. For a number of years Quebec permitted residents of Ontario to hunt without licenses, from 1901

to 1903 Washington extended the same privilege to residents of Oregon and Idaho, and since 1902 Washington County, Maryland, has exempted residents of Maryland and the District of Columbia.

The exemptions under the various laws have been arranged for convenience of reference in tabular form as follows:

Exemptions.

From Nonresident Licenses.	From Resident Licenses.
<p>Colorado.—Owners of farms or grazing lands hunting on their own premises.</p> <p>Kansas.—Owners and occupants of land and members of hunting clubs hunting on their premises.</p> <p>Maryland.—Guests of landowners in all counties except Allegany, Caroline, Dorchester, Garrett, Kent, Talbot, and Worcester.</p> <p>Mississippi.—Landowners on their own lands and their relatives and friends on such lands.</p> <p>Montana.—United States soldiers stationed at a post or fort in the State are entitled to resident licenses.</p> <p>New Hampshire.—Owners of real estate to the value of \$500.</p> <p>New Jersey.—Owners of freehold estates who reside thereon a part of each year, and their sons.</p> <p>New York.—Owners of real estate upon which all taxes are paid.</p> <p>North Dakota.—Nonresidents owning or cultivating a quarter section of land may take out resident licenses in the county in which the land is situated.</p> <p>Oregon.—Landowners and members of their families hunting on their own premises.</p> <p>South Carolina.—Persons hunting on lands owned or leased by them.</p> <p>Tennessee.—Landowners who pay \$100 in taxes.</p> <p>Virginia.—Nonresident children of resident landowners and guests hunting on lands of their parents or host and accompanied by host, providing host receives no compensation directly or indirectly from such guests.</p> <p>West Virginia.—Fee-simple landowners hunting on their own property.</p> <p>Wyoming.—United States soldiers or sailors if electors of the United States and stationed one year at a post in the State are entitled to resident licenses.</p> <p>British Columbia.—Members of army, navy, or Canadian militia in active service.</p> <p>Newfoundland.—Officers of British war ships stationed on the coast for fisheries protection may obtain free licenses good for six weeks.</p> <p>Nova Scotia.—Former residents in government employ who are members of the Game Protection Society exempt; nonresident landowners paying \$20 or more annual taxes entitled to license without payment of fee; officers of army or navy stationed in Province if members of Game Society are exempt.</p> <p>Quebec.—Members of fish and game clubs in the Province may obtain licenses at reduced rates (\$10).</p>	<p>Colorado.—Owners of farms or grazing lands hunting on their own premises.</p> <p>Illinois.—Owners and tenants of farm lands hunting on their farms.</p> <p>Indiana.—Persons hunting in township of residence.</p> <p>Kansas.—Owners and occupants of land and members of hunting clubs hunting on their premises.</p> <p>Minnesota.—Citizens hunting in county of residence.</p> <p>Missouri.—Owners and tenants hunting on their premises and persons hunting in county of residence.</p> <p>Montana.—Landowners hunting on their own premises; children under 15 years of age.</p> <p>Nebraska.—Persons hunting in county of residence.</p> <p>North Dakota.—Citizens hunting on their own land and resident children under 16 years of age.</p> <p>Oregon.—Landowners hunting on their own premises.</p> <p>Wisconsin.—Persons under 18 years hunting game, except waterfowl, rabbits, and squirrels, on homestead farms of their parents. Bona fide settlers who have not resided in the State for one year are entitled to special settlers' licenses.</p>

EXPERIMENTS IN LICENSE LEGISLATION.

Since the adoption of license laws, a number of experiments have been tried, some of which have proved successful and others unsatisfactory. The possibility of making the protection of game self sustaining and of maintaining a warden service from the income derived from license fees has been successfully demonstrated. In 1905 warden service was maintained without appropriation from the State treasury in 9 of the 36 States which have State commissioners or game wardens in charge of the work: Idaho, Illinois, Michigan, Missouri, Montana, North Carolina, North Dakota, Washington, and Wisconsin.

The right of a State to impose heavier fees on nonresidents than on residents, which has often been questioned, has been upheld in every instance in which test cases have been carried to the higher courts. Such decisions have been rendered by the supreme courts of Illinois (*Cummings v. People*, 71 N. E., 1031) and New Jersey (*Allen v. Wyckoff*, 2 Atl., 659), and by the U. S. Circuit Court in Illinois (*In re Eberle*, 98 Fed., 295). The Supreme Court of Arkansas, however, has held that a law prohibiting nonresidents from hunting in the State is unconstitutional in so far as it prevents them from hunting on their own property (*State v. Mallory*, 83 S. W., 955).

In the effort to devise some means of identifying the holder, one or two States have required a photograph in addition to a description on the license; but this requirement has not come into general use. Nine States—Arizona, Colorado, Maine, Michigan, Minnesota, New Hampshire, Vermont, Wisconsin, Wyoming—and the Provinces of Ontario and Quebec have adopted the coupon license, which furnishes a record of the game offered for shipment, but not of the game killed. The latter information is secured by Manitoba by requiring each holder of a permit to return the permit to the department of agriculture, with an affidavit showing the number of animals killed or taken. Failure to make such returns within thirty days after the close of the season subjects the holder to a fine and may be ground for refusal of a permit another year. In the British colonies in Africa such returns of game killed under license are commonly required and furnish valuable statistics of the quantity of game killed each year. Only by the adoption of some such system as this can the full statistical benefits of the license system be obtained—namely, a record of the persons hunting, a record of game shipments, and a record of the game killed.

About one-third of the States which issue licenses either allow no export or make no provision for carrying home game. Among these are Florida, Mississippi, New Jersey, New York, North Dakota, and West Virginia. Other States allow licensees to take home certain kinds of game, but not others. Withholding such privileges is

naturally regarded as a hardship and a slight change in policy, so as to allow the licensee to take with him a reasonable amount of game, would eliminate much criticism of the game laws.

In the attempt to issue licenses in the most economical manner, several expedients have been tried which, were promising at first, but proved to be unsatisfactory. Few States have been able to handle the immense amount of work involved in issuing resident licenses without the assistance of county clerks or similar local officers, but when this work is delegated to such officers adequate provision should be made for securing reports of the number of licenses issued and the amounts collected. Exemption of persons hunting in the county of residence has proved unsatisfactory and probably reduces the income to about 25 per cent of what it should be.

Several States, including Maryland, Minnesota, Nebraska, and South Dakota, have gone so far in attempting to enforce the license laws as to authorize the confiscation of guns or other hunting paraphernalia. The wisdom, if not the constitutionality, of such provisions is open to question as considerable opposition and litigation are sure to be aroused. In Minnesota the legislature has recently repealed such a provision and in Nebraska the supreme court has held a similar one unconstitutional. (*McConnell v. McKillip*, 99 N. W., 505.)

Some of the experiments are given in the following table:

Results of some Experiments in License Legislation.

Unsuccessful.	Successful.
1. A license system without supervision of special State officer.	1. License system under supervision of State game warden, and if licenses are issued by other officers license blanks furnished by him and the number issued returnable to him.
2. Proceeds from licenses devoted to purposes other than game protection.	2. Proceeds devoted to game protection fund (unless prevented by constitutional provision).
3. Licenses good only in county of issue.	3. Licenses, both resident and nonresident, good anywhere in the State.
4. Variable fees, i. e., same as required of nonresident in State of applicant.	4. Definite fees uniform with those of adjoining States.
5. Excessive fees required from nonresidents—more than \$15 for birds, or more than \$25 for big game, comprising deer only.	5. Moderate fees—usually \$10 or \$15 from nonresidents for birds and \$25 for big game, and \$1 from residents.
6. Denial to nonresident licensees of the privilege of carrying home game.	6. Privilege of carrying home a reasonable amount of game if tagged with license coupon and carried or shipped open to view.
7. Exemption of nonresident land owners without stipulating amount of property owned in the State or limiting hunting to their own lands.	7. Exemption limited to persons paying taxes of \$100 or more on property in the State or hunting on their own lands.
8. Exemption of residents hunting in their own county.	8. Exemption limited to persons hunting on their own premises.
9. Exemption of guests of landowners, i. e., substitution of invitations for licenses.	9. Guest licenses issued at nominal rate, say \$1 per day.
10. Attempt to punish hunting without license by confiscation of guns.	10. Penalty for hunting without license, a fine at least double the amount of license or imprisonment not exceeding 60 days.